Project Future Force 21

Phase 1 & 2 Final Report
December 2000

"One of the difficulties in bringing about change in an organization is that you must do so through the persons who have been most successful in that organization, no matter how faulty the system or organization is. To such persons, you see, it is the best of all possible organizations, because look who was selected by it and look who succeeded most within it. Yet, these are the very people through whom we must bring about improvements."

George Washington

CONTENTS

I. EXECUTIVE SUMMARY

A. Why	*Project Purpose & Background*

- To reengineer the Coast Guard's Human Resources (HR) system;
- To compete successfully in the war for talent; and
- To accomplish our missions in the 21st century.

The demands for talented people are markedly different from those that shaped the manpower requirements and personnel systems used in the military today. The Defense Science Board recently asserted that **the current set of human resources policies and practices will not meet the needs of the 21st Century if left unchanged.** The Coast Guard is facing this very same challenge.

Our Service has recognized that many of our practices and policies are not meeting the changing needs of the workforce. Over the past three years the G-W directorates have redefined the Coast Guard's HR business model and developed a capability-based strategy. The high level goals in this strategy describe a future that will and must be very different from today. (See Appendix A for further information on the Coast Guard's HR challenges.)

Numerous recent studies have addressed HR issues such as professional development and career entry and progression. When integrated through the lenses of the intended future state and the business planning process, the actions recommended by these studies can contribute to restructuring the HR system. Project Future Force 21 set about defining this type of comprehensive approach: what to do, in what order, by whom, and at what cost. (See Appendix B for the team's charter.)

B. How	*Process*

Project Future Force 21 was a 90 day effort spanning from June through August 2000. We consisted of 22 members whose expertise ranged from human resource management to program management to field experience. Given G-W's Future Force 21 background paper, which outlined a vision

for the Coast Guard's 21st century workforce, along with more than 70 recent studies (Coast Guard, DoD, corporate, and academic), we set forth to develop recommendations for reengineering our current personnel systems.

Essential Force Characteristics	We started by reviewing all of the studies and compiling their recommendations into one database (Appendix D). This review of DoD, corporate, and academic literature validated and refined G-W's vision of the successful Coast Guard workforce of the 21st century, i.e., the essential characteristics of Future Force 21: • 3M (Maritime, Military, and Multi-mission) • Agile and Seamless • Independent and Innovative • Continuously Learning • Savvy in Leadership and Business Management • Technically Competent • Strong Individual Sense of Commitment
HR System Dimensions	Once the essential force characteristics were validated, the team's next task was to define the desired shape, or optimal dimensions, of the Coast Guard's HR system. What kind of HR system will help ensure a workforce with the essential characteristics envisioned? We addressed the shape of an HR system by examining three axes: Entry and Progression Assignments and Compensation Workforce Specialization
Workforce Specialization	The horizontal axis refers to the degree of specialization for each workforce component. The spectrum of specialization goes from generalist (or jack-of-all-trade) to highly specialized.
Career Entry and Progression	The vertical axis refers to how the CG brings members into the Service and progresses them throughout their careers. The spectrum of career entry and progression goes from a traditional pyramidal, up-or-out system to issuing individual contracts for jobs.
Assignments and Compensation	The diagonal axis refers to the management of assignments and compensation. The spectrum goes from centralized to regionalized to localized. Currently, all

Compensation

assignment and compensation decisions are centralized at the headquarters level in order to meet the needs of the whole service. Regionalized and localized management puts decision-making authority at a lower levels in the organization in order to meet the needs of that area.

Expert Choice

In order to identify the desired dimensions of the Coast Guard's HR system, we used a decision support hardware & software program called Expert Choice. This program utilizes pair-wise comparison, i.e., comparing each option to every other option criterion by criterion, using remote keypads. It works on the theory that the human mind compares two objects much more quickly and efficiently than it rank-orders multiple objects. The software tallies each option's impact on all the ranking criteria. Therefore, 'thousands' of micro-decisions made by the team were captured by the software, compiled, analyzed, and presented for review. (For more on Expert Choice, see Appendix E.)

After defining the desired degree of workforce specialization, career entry and progression model, and management of assignments and compensation, we developed recommendations to reshape our HR system into those three dimensions. We then identified those study recommendations that would contribute to the FF21 vision and desired HR system dimensions. All final recommendations were then integrated into the HR Business Plan.

The final recommendations fall into three categories:
- Strategic
- Strokes of the Pen
- "Precious Few"

Strategic recommendations are long term actions that require study and implementation teams. Strokes of the Pen are those recommendations that are resource neutral and immediately implementable by a stroke of the Commandant's pen. And the Precious Few are the top priority action items that the HR Board of Directors identified during their review of the entire recommendations database(See Appendix D).

Approved recommendations will be taken for action by a Phase 3 implementation team which will work closely with the HR Business planners in G-W.

C. Who	*Phase 1 & 2 Team Members*

Core

    Alex Keenan, MCPO ....(G-CCS)
    Beth Young, LCDR .... Air Station Miami
    Cathy Tobias, LCDR.. Performance Consultant (G-WTT)
    Craig Toomey, LTJG...(G-W)
    Darrell Prather, LCDR ....(G-WTR)
    Dave Baugh, LCDR..(G-MRP-3)
    Ed Westfall, LT ....CO, CGC William Tate
    Jan Stevens, LCDR... (G-SRF)
    Jim Willis, CAPT .... Team Leader; (G-WTd)
    Marty Siegel..(G-WPC)
    Nina Robinson. *formerly MLCLANT(mq);* (now) G-CPP-2
    Pat Hannifin, CDR..(G-WR-1)
    Roger Mason *(formerly LCDR)* ....(G-WPM-1)
    Steve Nesel, CDR.. (G-ORW)
    Tony Walker, LT ....(G-WK)

Ad Hoc

    Al Folsom, LCDR .... (G-SRF)
    Bonnie Garin..................... *formerly G-WPC;* (now) NASA
    Chris Hall, CDR *formerly G-WTT;* (now) Air Station Wash
    Dave McLeish, CDR.. (G-SRF)
    Denise Bielan ....(G-WPC)
    Dennis Sens, CDR............................. Atlantic Area(Aux)
    Steve Wehrenberg... (G-W-1)

D. What	*Broad Conclusions*

Project Future Force 21 accomplished six major tasks for reengineering our personnel systems:

- Validated G-W's vision of Coast Guard Future Force 21,
- Recommended HR system dimensions,
- Set forth those study recommendations which support the FF21 vision,
- Developed additional recommendations to reshape our HR system,
- Integrated all recommendations into the HR Business Plan, and
- Provided the foundation for a 5 year resource plan.

The major strategic recommendations to reshape our HR system follow. Recommendations from existing studies are

in Appendix D.

Phase 1 & 2 Recommendations

We presented the following eight categories of strategic recommendations in order to reengineer the Coast Guard's HR system:

- Workforce Master Planning
- Total Workforce Management System
- Strength-Based Organization
- Sea Duty
- Enlisted Management System
- Officer Management System
- Civilian Management System
- Strokes of the Pen

1 Workforce Master Planning

The Workforce Master Plan is intended to be a capstone document that describes the proper employment of each workforce component. We recommended the following steps for Workforce Master Planning:

1.1 Develop dynamic workforce models.
1.2 Identify the World of Work for Future Force 21.
 1.2.1 What are the Coast Guard's Core Competencies?
 1.2.2 What is the definition of Military Essentiality?
1.3 Determine what ratings/specialties/series are required to accomplish that World of Work.
1.4 Determine which workforce components can accomplish which work.
 1.4.1 Active Duty Enlisted
 1.4.2 Reserve Enlisted
 1.4.3 Active Duty Office
 1.4.4 Reserve Officer
 1.4.5 Civilian
 1.4.6 Auxiliary
 1.4.7 Contractor
1.5 Adjust ongoing workforce restructuring efforts to align with 1.3.
 1.5.1 Joint Rating Review (JRR)
 1.5.2 DoD Officer Career Management Task Force

2 Total Workforce Management

The goal of total workforce management is to integrate the different components so that the Service has a seamless workforce.

System Total Workforce Management System (cont'd)	2.1 Integrate all workforce component recruiting efforts. 2.2 Identify the common competencies of all workforce components. 2.3 Correlate career paths and performance evaluations. 2.4 Coordinate assignments and compensation for all workforce components. 2.5 Develop succession plans for all workforce components. 2.6 Provide flexibility for transitioning between workforce components (e.g., active duty to civilian, reserve to active duty).

3 Strength-Based Organization	3.1 Develop personnel selection tools to identify individual strengths in order to meet Service needs.
	   3.1.1 Recruiting for needed talents
	   3.1.2 Classifying people into appropriate career paths
	   3.1.3 Selecting people with talents for the job
	3.2 Change leadership development programs to include managing people's talents.

4 Sea Duty	In order for the Coast Guard to remain a maritime service, sea duty must be more attractive and less arduous. 4.1 Develop ways to make sea duty more attractive (e.g., alternative crewing and watchstanding models, incentive pay, etc.)
5 Enlisted Management System	Management systems for enlisted, officers, and civilians must be able to fill the jobs of today and tomorrow. They must also be flexible enough to meet the changing requirements while minimizing turbulence through improved HR policies and procedures. The FF21 team recommended the following to ensure a seamless and agile enlisted workforce. 5.1 Integrate the management of active duty and reserve. 5.2 Restructure the workforce to an Apprentice-Journeyman-Master model. 5.3 Modify the up-or-out advancement policy to accommodate needed skill sets. 5.4 Tailor the CG Service Enlisted Advancement System (CGSEAS) to align with a modified up-or-out system

		for needed skill sets.
		5.5 Increase lateral entry opportunities.
		5.6 Develop needed ratings.
		5.7 Develop alternative ways to accomplish unskilled labor, and reduce or eliminate non-rate billets.
		5.8 Pipeline recruit graduates directly into "A" school or striker programs.
		5.9 Develop a skill-based assignment process.
		5.10 Consider regionalizing assignments.
		5.11 Develop compensation packages to pay for needed skill sets and outstanding performance.
6	Officer Management System	6.1 Integrate the management of active duty and reserve.
		6.2 Restructure the corps into Apprentice-Journeyman-Master model.
		6.3 Modify the up-or-out promotion policy for needed skill sets.
		6.4 Reengineer the promotion system.
		6.4.1 Accommodate for both past performance and future potential.
		6.4.2 Remove unnecessary barriers to promotion.
		6.4.3 Align with a modified up-or-out policy for needed skill sets.
		6.5 Increase lateral entry opportunities.
		6.6 Develop needed specialties.
		6.7 Manage the officer corps by specialty.
		6.8 Develop stopgap measures to retain needed skill sets.
		6.9 Develop a skill-based assignment process.
		6.10 Consider regionalizing assignments.
		6.11 Develop compensation packages to pay for needed skill sets and outstanding performance.
7	Civilian Management System	7.1 Develop intern/career ladder programs.
		7.2 Use Individual Development Plans (IDP).
		7.3 Manage the workforce within the Coast Guard by series.
		7.4 Develop tools to retain retirement-eligible personnel.
		7.5 Develop stopgap measures to retain needed skill sets.
8	Draft Strokes of the Pen	Strokes of the Pen are initiatives taken from existing studies and field input which contribute to a Future Force 21, are resource-neutral, and immediately implementable. The FF21 team recommended the following at the conclusion of Phase 2.

Draft Strokes of the Pen (cont'd)

8.1 Foreign Language Proficiency Pay (FLPP): Announce the impending policy on FLPP via ALCOAST.

8.2 Inport Duty: For afloat units, adjust duty crew hours to minimize hours spent onboard while inport.

8.3 Reduced Inport Duty: For afloat units based at CG commands, eliminate the onboard duty requirement.

8.4 Career Progression: Equate paygrades and billets as apprentice, journeyman, and master (list advantages).

8.5 Sea Duty: Give all officer accessions equal consideration for sea duty; eliminate the requirement for all CGA graduates to go to sea.

8.6 360 Degree Evaluations: Announce that the Service is moving towards 360 degree evaluations for all members and is prototyping on flag officers and SES's.

8.7 Zero-Defect Mentality: Eliminate the first OER and use a 360 degree evaluation for feedback.

8.8 Zero-Defect Mentality: Remove O-1 evaluations and performance Page 7s from O-3 and above selection boards.

8.9 Retirements: Reduce the retirement request submission timeframe from six months notice to 60 workdays (excluding leave).

8.10 Transitions: Eliminate the 180 day waiting requirement for transitioning from military to civilian.

8.11 Civilian Internships: Announce the authorization of 100 civilian intern positions.

8.12 Evaluations: Require that officers see their OERs before submission.

8.13 Frocking: Automatically frock all selected and above the cut-off personnel upon assignment to a billet at that higher grade.

8.14 Training and Education: Authorize and encourage members to study at their workstations or from home during work hours.

8.15 Training and Education: Open all training opportunities to all workforce components.

8.16 Team CG: Modify membership of all selection boards to include other workforce components (e.g., reserves, civilians, auxiliarists).

8.17 Enlistment Length: Announce the approval of the indefinite enlistment policy.

E. Call to Action

The Commandant recently listed implementing the Future Force 21 strategy as number one on his agenda for shaping our future. In his direction for 2000-2002, he writes:
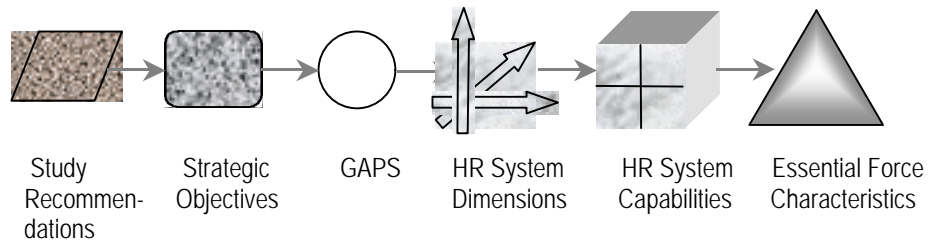
We must plan for the future NOW… The current set of Coast Guard human resource policies and practices (training, compensation, benefits, qualifications, career development, assignment, etc.) were designed decades ago and will not meet the Coast Guard's 21st century needs. Therefore, we will develop a long-range, comprehensive workforce reinvention plan in the next two years. This plan will aggressively explore better ways to obtain, train, qualify, and deliver people to the units that need them. It will take a hard look at current standards and requirements, and reengineer major processes to create a flexible, dynamic human resources system that provides the diverse, effective "Force" to meet current and future "Work" needs of the Coast Guard.

II. PROCESS

A. Hierarchy

Tactical to Strategic

Mental Model: **Below is a graphic depiction of the hierarchical approach we used.**

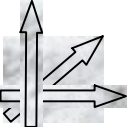| Study Recommen-dations | Strategic Objectives | GAPS | HR System Dimensions | HR System Capabilities | Essential Force Characteristics |

Study Recommendations are actionable items from recent studies. Certain recommendations from these studies contribute to our given **Strategic Objectives** which are tactical HR goals such as making sea duty attractive or recruiting for officers. **Gaps** are additional recommendations needed to help define the desired **HR System Dimensions**. Dimensions are key personnel processes which shape **HR System Capabilities**. Capabilities are what the HR system should be able to do, such as acquire and retain the workforce to accomplish the work of today and tomorrow. These capabilities should ensure that our workforce has the **Essential Force Characteristics** needed to succeed in the 21st Century.

For the tactical portion of the project, we compiled recommendations from recent studies and then filtered out those that would detract from the given strategic objectives. For the strategic portion, we identified the desired HR system dimensions and validated its capabilities as well as the essential characteristics of the workforce of the 21st century, or Future Force 21. Once the optimal HR system was defined, we identified gaps, i.e., missing recommendations, towards achieving a Future Force 21.

Detailed definitions of each portion of the hierarchy follows:

Study Recommendations: **Actionable items from studies completed within the last three years. We filtered out those recommendations which do not contribute towards our given**

strategic objectives.

Strategic Objectives: A partial list of directions, or HR goals, given by G-W. These objectives fell into five categories:

- Access talented people and better match them to careers.
- Keep our people longer.
- Develop our people to accomplish the missions of today and tomorrow.
- Enhance the quality of life for our people.
- Develop force-shaping tools that are appropriate for the 21st century.

A complete list of the strategic objectives follows in Section B, Phase 1.

Gaps: Additional recommendations needed to shape the Coast Guard's HR system dimensions. Most of the recent studies were conducted within the framework of the current HR system. Therefore, it was necessary to identify additional objectives and recommendations to reshape our HR system into its desired dimensions.

HR System Dimensions: The shape of our desired HR system defined on three axes.

Career Entry and Progression

Assignments and Compensation

Workforce Specialization

Workforce Specialization

Horizontal Axis: Refers to the degree of specialization for each workforce component. The spectrum of specialization goes from generalist (or jack-of-all-trade) to highly specialized.

Career Entry and Progression

Vertical Axis: Refers to how the CG brings members into the Service and progresses them throughout their careers. The spectrum of career entry and progression goes for a pyramidal, up-or-out system to issuing contracts for individual jobs.

|	
Assignments and Compensation	Diagonal Axis: **Refers to the management of assignments and compensation. The spectrum goes from centralized to regionalized to localized. Currently, all assignment and compensation decisions are centralized at the headquarters level in order to meet the needs of the whole service.**

These three axes define the shape of our HR system and its capabilities.

HR System Capabilities: **What our HR system should do.**

Acquire & Retain	Prepare & Deliver
Climate & Env.	HR as a System
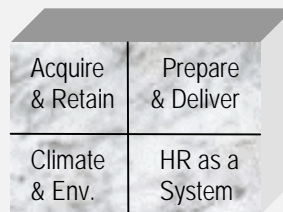
- **Acquire & Retain** the workforce to accomplish today & tomorrow's work.
- **Prepare & Deliver** our people.
- Create and maintain a positive workplace **Climate & Environment.**
- Manage the **HR System** as a system rather than as independent divisions.

These four capabilities ensure that the Coast Guard has a workforce that possesses the characteristics essential for succeeding in the 21st century.
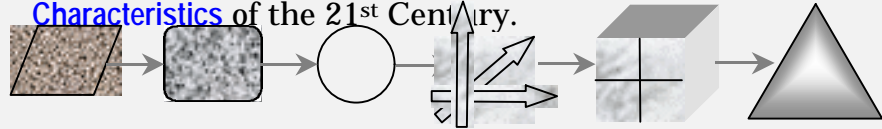
Essential Force Characteristics: **Qualities of the successful Coast Guard workforce of the 21st century, or Future Force 21. We validated these characteristics with a comprehensive review of the latest literature on HR practices.**

- **3M (Maritime, Military, and Multi-mission)**
- **Agile and Seamless**
- **Independent and Innovative**
- **Continuously Learning**
- **Savvy in Leadership and Business Management**
- **Technically Competent**
- **Strong Individual Sense of Commitment**

| Hierarchy Review | **Study Recommendations** contribute to **Strategic Objectives**, and **Gaps** are additional recommendations which help achieve **HR System Dimensions** which shape **HR System Capabilities** which ensure that our workforce has the **Essential Force Characteristics** of the 21st Century. |

| Study Recommendations | Strategic Objectives | GAPS | HR System Dimensions | HR System Capabilities | Essential Force Characteristics |

By defining each section of the hierarchy, we was able to develop recommendations for achieving a Future Force 21.

B. PHASE 1

| **B. Phase I** | *Previous Studies* |

The following are the steps we took in order to develop a baseline catalog of recommendations. (See Appendix C for a complete list of referenced studies.)

1.1 Conducted Literature Review
- ☑ U.S. Coast Guard studies
- ☑ Department of Defense government studies
- ☑ Corporate and academic literature

1.2 Compiled All Potential Actions From Current:
- ☑ Strategies
- ☑ Strategic Objectives (see next section)
- ☑ Study Recommendations

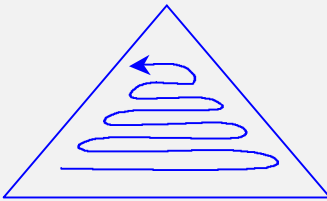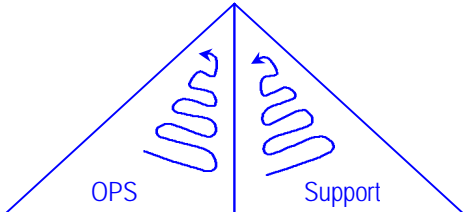1.3 Combined Duplicate Recommendations.

1.4 Eliminated recommendations that would negatively impact
- ☑ Essential Force Characteristics,
- ☑ Human Resource Capabilities, and
- ☑ (G-W)'s Strategic Objectives.

The strategic objectives given by G-W follow. (A full explanation of these objectives is in Appendix A.)

Access Talented People & Better Match Them to Careers	• Shift emphasis to personnel selection. • Reduce apprentice jobs and shift on-the-job training ashore. • Develop provisions for lateral entry. • Enhance opportunities for reservists and civilians. • Tailor enlistment periods. • Recruit for officers. • Establish a civilian recruiting outreach program.
Keep Our People Longer	• New crewing alternatives. • Make sea duty more attractive. • Develop leaders of character.
Develop Our People	• Apply technology to training. • Create lifelong learning opportunities. • Review and adjust officer management. • Grow our own civilian workforce. • Imbed mentoring.
Enhance the Quality of Life for Our People	• Provide the right quality of life services. • Resolve housing and healthcare issues. • Apply technology to quality of life. • Address quality of life demographic and societal changes. • Stabilize assignments. • Recognize and respond to changing demands of the civilian workforce.
Develop Force-Shaping Tools that are Appropriate for the 21st Century	• Pay for needed skill sets. • Pay for outstanding performance. • Restructure the retirement system.

C. PHASE 2

|	
C. Phase 2	*The Optimal HR System* We identified the optimal HR system by defining three dimensions of crucial personnel processes. They did this by scoring options for each dimension with criteria which balanced the needs of the Service, the unit, and the individual. These criteria were validated at the Spring 200 Flag Conference and our HR literature review. Career Entry and Progression Assignments and Compensation Workforce Specialization
1. Workforce Specialization 	Horizontal Axis: **Refers to the degree of specialization for each workforce component. The spectrum of specialization goes from generalist (or jack-of-all-trade) to highly specialized. The options for workforce specialization we considered follow:**
Option 1: Generalist	 Members are more-or-less "Jacks-of-all-Trades" and move through different specialties and unit types throughout their careers. Although officer specialties currently exist, the Service manages the officer corps as generalists. For example, officers currently compete against all others for promotion, i.e., shipdrivers vs. aviators vs. engineers vs. marine safety specialists, etc.
Option 2: Operational & Support	 OPS Support Members are either in the operational or support

community for the majority, if not all, of their careers. This is similar to DoD's Line and Logistics corps.
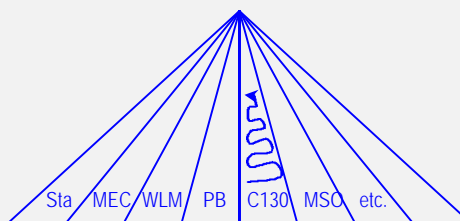
Option 3: Mission
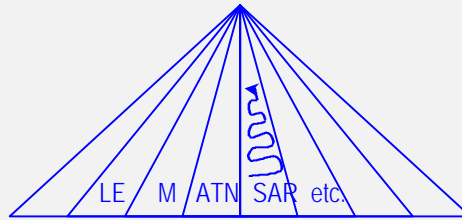
Members are missions specialists for the majority, if not all, of their careers and compete against only others members in the same mission area for assignments and advancments/promotions.

Option 4: Ratings, Specialities, and Series
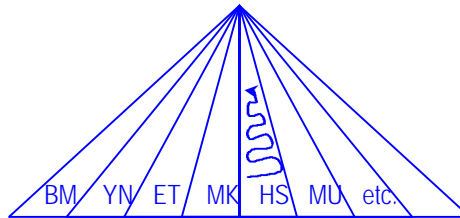
Members belong to a rating, specialty, or series for the majority, if not all, of their careers. This is how the enlisted workforce is currently managed, with members competing for assignments and advancement against only members in the same rating.

Option 5: Unit Type

Members are platform specialists for the majority, if not all, of their careers and compete against only other members of the same platform specialty for assignments and advancements/promotions. This option may also include specialties within platforms, e.g., engineers vs. deck officers on WMECs.

Option 6: Individual

Members compete for individual jobs based on skills requirements. This is the current civilian personnel hiring

Jobs	system.
Workforce Structure Criteria	The criteria we used to identify the desired option for each workforce component came from the Spring 2000 Flag Conference workshop. We validated and refined the criteria based on the Phase 1 literature review and team member experience. The five criteria used were:

- Multi-mission – The extent that the choice of Workforce Structure enhances the multi mission nature of the Coast Guard. This criterion was derived from the 1999 Roles and Missions Study.

- Professional Competency – The extent that the choice of Workforce Structure enhances the professional competency of individual members and therefore, the Coast Guard as a whole. This criterion comes from the realization that professional competency is a prerequisite to a successful mission.

- Return On Investment (ROI) – The extent that the choice of Workforce Structure capitalizes on the investment made in the member. ROI in this instance refers to training (formal and OJT) and skills that the Coast Guard either taught the member or purposefully hired the member for certain organizational needs. Accounting for ROI is a realization of the price (funding and efficiency) paid for skills and performance.

- Agility – The extent that the choice of Workforce Structure enhances the organizational agility. Agility is a core competency that comes directly from the Coast Guard's multi-mission mandate and from the Service's motto Semper Paratus (Always Ready).

- Opportunity – The extent that the choice of Workforce Structure enhances the member's motivations (opportunities for professional and personal growth, travel, geographic stability). The Future Force 21 Team added this criterion during deliberations because we recognized that all other criteria were for the Service's benefit.

Team Expert Choice

Team Expert Choice Decision-Making Support Software: **We used this software program to determine the desired workforce specialization option for each workforce component. The software uses a pairwise comparison of each option against each criteria. A complete explanation of the software is in Appendix E.**

Workforce Specialization

The final recommendations for workforce specialization are –

Workforce Component	Mission Specialty	Rating, Specialty, or Series	Unit Type	Individual Jobs
Active Duty Enlisted	●	●	●	⊘
Active Duty Officer	●	●	⊘	⊘
Reserve Enlisted	⊘	●	●	●
Reserve Officer	●	●	⊘	⊘
Civilian	⊘	●	●	⊘
Auxiliary	⊘	●	●	●

Active Duty Enlisted

FF21 recommends managing the active duty enlisted workforce by ratings, as it is currently managed. In addition, rating managers ought to be able to distinguish members by mission and unit type.

For example, rating managers should be able to distinguish amongst AtoN BMs and LE BMs, buoy tender BMs and shore station BMs, etc.

Active Duty Officer

FF21 recommends managing the active duty officer workforce by specialties, as opposed to the current generalist system. This recommended structure does not assume that current officer specialties as defined by the Officer billet Manual meet Service needs. In addition, officers should be distinguished by mission area as well.

For example, an officer may be a training and education specialist or a marine safety specialist. Officers should be distinguished as AtoN or LE or SAR specialists as well.

Reserve Enlisted

FF21 recommends managing the reserve enlisted workforce by ratings as it currently is. In addition, rating managers should be able to distinguish amongst members who specialize in different unit types. Furthermore, detailers should continue to manage reserve enlisted assignments by individual jobs.

For example, reserve enlisted members may specialize in a unit type such as marine safety offices or port security units. Contracts continue to be tailored to individual jobs.

Reserve Officer

FF21 recommends managing the reserve officer workforce by specialties, as opposed to the current generalist system. Again, this recommended structure does not assume that current officer specialties as defined by the Officer billet Manual meet Service needs. In addition, officers should be distinguished by mission area as well.

For example, an officer may be a training and education specialist or a marine safety specialist. Officers should be distinguished as AtoN or LE or SAR specialists as well.

Civilian

FF21 recommends managing the civilian workforce within the Coast Guard by job series. Currently, there is no series manager, one who is the advocate for the series and oversees the health of the series within the Coast Guard. The civilian workforce is currently managed by individual jobs. Additionally, FF21 recommends managing civilians by unit type as well.

For example, a series manager would be able to track all members of that series, e.g., training and education, and serve as an advocate for their assignments and career development.

Auxiliary

FF21 recommends managing the auxiliary workforce by specialties as opposed to individual jobs as it currently is. Units utilize auxiliarists for individual jobs such as quarterdeck watchstander, security patrol, etc. FF21 recommends categorizing auxiliarists by specialized skills, e.g., pilots, boat drivers, analysts, boating safety experts, etc. In addition, rating managers should be able to distinguish amongst auxiliarists who specialize in different unit types. Furthermore, units should continue to solicit auxiliarists to individual jobs.

2. Career Entry and Progression

Vertical Axis: **Refers to how the CG brings members into the Service and progresses them throughout their careers. The spectrum of career entry and progression goes for a pyramidal, up-or-out system to issuing contract for individual jobs.**

The five options for Career Entry and Progression that we considered follow.

Option 1: Traditional Pyramid
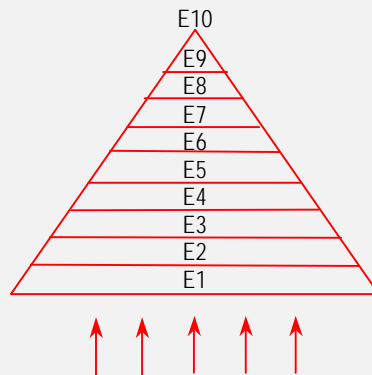
The traditional pyramid structure is the current system for enlisted members and officers. (The enlisted structure is depicted in the figure above.) The vast majority of members must enter the Service at the lowest level and then progress in an up-or-out advancement system. Assignments are based on the 10 paygrades.
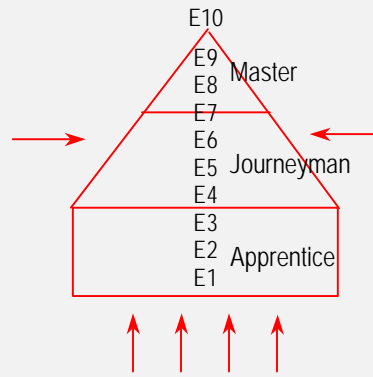
Option 2: Apprentice Journeyman Master
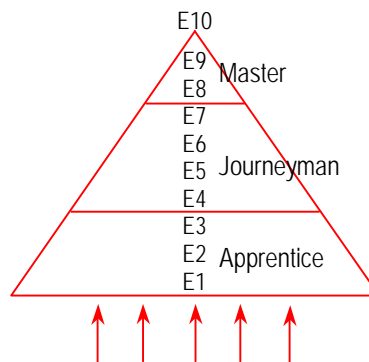
The Apprentice-Journeyman-Master structure differs from the traditional pyramid in that assignments are based on three bands of paygrades rather than on 10 separate levels. This prevents having to transfer upon advancement, allows longer tour length and more geographic stability, and

promotes the development of more depth of expertise. Additionally, this structure significantly reduces the number of unskilled laborers. Advancement/promotion remains the same up-or-out system.

Option 3: Modified Apprentice Journeyman Master	

E10
E9 Master
E8
E7
E6
E5 Journeyman
E4
E3
E2 Apprentice
E1

The modified Apprentice-Journeyman-Master structure allows for lateral entry at the journeyman level; also, not all members must advance or be promoted. If a member wishes to remain at the journeyman level (e.g., a technician who does not wish to become a manager), then he/she may do so and earn skill proficiency pay. The effect of these modifications on the shape of the workforce is that fewer apprentices are needed to grow into journeyman, resulting in a "house-shaped" workforce.

Option 4: Journeyman Master	

E10
E9
E8 Master
E7
E6 Journeyman
E5
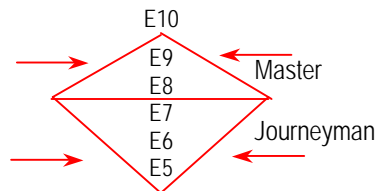
The Journeyman-Master structure eliminates all apprentice billets and brings skilled workers into the Service laterally. There is a limited career path from Journeyman to Master, but there is no up-or-out advancement/promotion policy. This model capitalizes on existing skills and eliminates the need for apprentice training.

Option 5: In and Out at all Levels	

In-and-out at all levels is the current civilian system in which the Service hires to specific jobs. There is no up-or-out advancement/promotion policy.

Career Entry and Progression Criteria	The five criteria that we used to determine the optimal career entry and progression structure for each workforce component are: • Military Character – **The extent that the choice of Career Entry and Progression enhances the military nature of the Coast Guard. This criterion was derived from the 1999 Roles and Missions Study.**
Career Entry and Progression Criteria (cont'd)	• Re-Use of Skills – **The extent that the choice of Career Entry and Progression enhances the ability of the Service to re-use members' existing skills, rather than developing those skills in new members.** • Acquiring Existing Skills – **The extent that the choice of Career Entry and Progression enable the Service to acquire members who already have needed skills, rather than investing in delivering those skills via costly training.** • Agility – **The extent that the choice of Workforce Structure enhances the organizational agility. Agility is a core competency that comes directly from the Coast Guard's multi-mission mandate and from the Service's motto Semper Paratus (Always Ready).** • Opportunity – **The extent that the choice of Workforce Structure enhances the member's motivations (opportunities for professional and personal growth, travel, geographic stability). The Future Force 21 Team added this criterion during deliberations because we recognized that all other criteria were for the Service's benefit.**

The final determinations for Career Entry and Progression are –

Career Entry and Progression

Workforce Component	Modified Apprentice-Journeyman-Master	Journeyman-Master	In and Out at All Levels
Active Duty Enlisted	🟢	🚫	🚫
Active Duty Officer	🟢	🚫	🚫

Reserve Enlisted	●	🚫	🚫
Reserve Officer	●	🚫	🚫
Civilian	●	●	🚫
Auxiliary	●	●	●

Career Entry and Progression Explanation

We recommend a modified apprentice-journeyman-master structure for all workforce components. This structure allows for lateral entry and a not all up-or-out policy for advancements/promotions. For the civilian workforce, this model is analogous to adding intern positions for members working in the Coast Guard. The crucial change for civilian members is providing a career path within the Coast Guard for them. Currently, civilians often have to leave the Service in order to take a promotion with another agency. The in-and-out at all levels remains, however, since OPM hires for individual jobs.

Career Entry and Progression Explanation (cont'd)

The status quo, traditional pyramid with up-or-out advancement, scored lowest of all the options. The only advantage to our current model is that it enhances the military character of our Service. However, it detracted from the other four critieria.

- Re-Use of Skills – An up-or-out system does not allow members to stay at a technical level, e.g., ET2, and re-use those existing skills. Instead, an up-or-out system trains a new member who will again use those skills only for the limited time he/she is an ET2.

- Acquiring Existing Skills – A cradle-to-grave model which brings all members in at the lowest level provides very limited ability for the Service to acquire members who already have needed skills because it requires investing in delivering those skills via training.

- Agility – The status quo is not very agile because it has limited opportunity to meet skills needs of units with lateral entry, and assignments are strictly by paygrade, which lack flexibility as well.

- Opportunity – Finally, the traditional pyramidal, up-or-out system is not appealing to individuals because it has limited opportunity to develop depth of expertise

because of frequent transfers. Younger people do not want to enter organizations at the unskilled labor level anymore. They seek technical development. Additionally, our current system lacks geographic stability.

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3. Assignments & Compensation

Diagonal Axis: **Refers to the management of assignments and compensation. The spectrum goes from centralized to regionalized, to localized. Currently, all assignment and compensation decisions are centralized at the headquarters level in order to meet the needs of the whole service.   The options we considered follow.**

Option 1: Centralized

Centralized management of assignments and compensation refers to the level at which decision-making authority is and the pool of members managed. Centralized management means that assignments decision are made at the headquarters level and that all members are considered to meet the needs of the Service as a whole. The same applies for compensation; everyone in the Service is compensated in the same manner to meet the needs of the Service as a whole.

Option 2: Regionalized	Regionalized management means that geographic regions of the Service have the authority to assign and compensate members in order to meet their region's needs. In this model, members might be Pacific Area sailors or Atlantic area sailors for the majority, if not all, of their careers. Individuals may change regions as well. Regions may offer different compensation packages to meet their region's needs. For example, if Pacific area is suffering a shortage of qualified surfmen, the region has the authority to offer location bonuses to qualified surfmen. Of course, the regions have the ability to confer with each other to meet their needs as well.
Option 3: Localized	Localized management is offering tailored assignments and compensation packages to meet the needs of geographic areas smaller than regions, e.g., districts. Once again, individuals may change areas, and these localized areas have the ability to confer with each other.

| Assignments and Compensation Criteria | The criteria we used to determine the optimal assignments and compensation management are – |

- Service Character -- **The extent that the choice of assignments and compensation management contributes to the Coast Guard's service character and core values of Honor, Respect, and Devotion to Duty.**

- Acquire and Retain -- **The extent that the choice of assignments and compensation management enhances the Service's ability to acquire and retain the talent to accomplish the work of today and tomorrow.**

- Equity -- **The extent that the choice of assignments and compensation management is fair for all members.**

- Agility -- **The extent that the choice of assignments and compensation management enhances organizational agility. Agility is a core competency that comes directly from the Coast Guard's multi-mission mandate and from the Service's motto Semper Paratus (Always Ready).**

- Professional Competence -- **The extent that the choice of assignments and compensation management contributes to members' ability to develop professional competence and expertise.**

Assignments

The final determinations for assignments and compensation were largely inconclusive since the three options scored relatively close for every workforce component. However, the scoring did reveal that decentralizing both are worth investigating.

Workforce Component	Centralized	Regionalized	Localized
Active Duty Enlisted	●	●	🚫
Active Duty Officer	●	●	🚫
Reserve Enlisted	🚫	●	●
Reserve Officer	🚫	●	●
Civilian	●	●	●
Auxiliary	🚫	●	●

Compensation	Workforce Component	Centralized	Regionalized	Localized
	Active Duty Enlisted	🟢	🟢	🚫
	Active Duty Officer	🟢	🟢	🚫
	Reserve Enlisted	🟢	🟢	🟢
	Reserve Officer	🟢	🟢	🟢
	Civilian	🟢	🟢	🟢
	Auxiliary	N/A	N/A	N/A

4. Filling the Gaps

After determining the optimal HR system dimensions, we had a good vision of the desired HR system. We then developed recommendations to reshape our current HR system by completing the following:

- Developed potential actions to acquire the desired HR system dimensions. **What do we need to do to reshape our HR system into the desired dimensions?**

- Developed potential actions to ensure Essential Force Characteristics. **What can we do to ensure our workforce possesses these characteristics?**

- Affinitized all potential actions to the HR Business Plan. **Which HR capability does this action support?**

- Identified missing objectives to accomplish each strategy. **Do we have everything we need to accomplish this strategy?**

4. Filling the Gaps (cont'd)

- Ranked and sequenced the objectives. **How important is this objective towards achieving this strategy?** **What objectives need to be done in a certain order?**

- Estimated how long to complete each objective and recommendation. **Which are immediately implementable and resource neutral? These are our recommended Strokes of the Pen initiatives.**

- Prioritized each recommendation by scoring 3 criteria, *where:*

  Low = Score of 1 in any criteria (shown below)
  Medium = All 2s

	Criteria	1	2	3
Ranking Criteria	*High* = No score of 1 and a score of 3 in any criteria			
	Criteria	1	2	3
	Degree of negative impact—if *NOT* implemented	Insignificant	Some	Significant
	Likelihood of negative impact—if *NOT* implemented	Improbable	Possible	Probable
	Return On Investment (ROI)—if implemented	Poor	Fair	Good

5. Phase 1 & 2 Deliverables

- A catalog of potential actionable items (Appendix D)
- A list of high priority recommendations for the HR Business Teams
- A list of recommended Strokes of the Pen initiatives

6. Final Recom-mendations

Phase 1 & 2 Recommendations

After conducting a comprehensive HR literature review and defining the optimal HR system, we made our recommendations which fell into eight categories:

1. Workforce Master Planning
2. Total Workforce Management System
3. Strength-Based Organization
4. Sea Duty
5. Enlisted Management System
6. Officer Management System
7. Civilian Management System
8. Strokes of the Pen

1 Workforce Master Planning	The Workforce Master Plan is intended to be a capstone document which will describe the proper employment of each workforce component. The FF21 team recommended the following steps with regard to Workforce Master Planning:

1.1 Develop dynamic workforce models.
1.2 Identify the World of Work for Future Force 21.
    1.2.1 What are the Coast Guard's Core Competencies?
    1.2.2 What is the definition of Military Essentiality?
1.3 Determine what ratings/specialties/series are required to accomplish that World of Work.
1.4 Determine which workforce components can accomplish which work.
    1.4.1 Active Duty Enlisted
    1.4.2 Reserve Enlisted
    1.4.3 Active Duty Officer
    1.4.4 Reserve Officer
    1.4.5 Civilian
    1.4.6 Auxiliary
    1.4.7 Contractor
1.5 Adjust ongoing workforce restructuring efforts to align with 1.3.
    1.5.1 Joint Rating Review (JRR)
    1.5.2 DoD Officer Career Management Task Force

2 Total Workforce Management System	The goal of total workforce management is to integrate the different components so that the Service has a seamless workforce.

2.1 Integrate all workforce component recruiting efforts.
2.2 Identify the common competencies of all workforce components.
2.3 Correlate career paths and performance evaluations.
2.4 Coordinate assignments and compensation for all workforce components.
2.5 Develop succession plans for all workforce components.
2.6 Provide flexibility for transitioning between workforce components (e.g., active duty to civilian, reserve to active duty).

3 Strength-Based	3.1 Develop personnel selection tools to identify individual strengths in order to meet Service needs.

Organization	3.1.1 Recruiting for needed talents 3.1.2 Classifying people into appropriate career paths 3.1.3 Selecting people with talents for the job 3.2 Change leadership development programs to include managing people's talents.
4 Sea Duty	In order for the Coast Guard to remain a maritime service, sea duty must be more attractive and less arduous. 4.1 Develop ways to make sea duty more attractive (e.g., alternative crewing and watchstanding models, incentive pay, etc.).
5 Enlisted Management System	Management systems for enlisted, officers, and civilians must be able to fill the jobs of both today and tomorrow. They must also be flexible enough to meet the changing requirements while minimizing turbulence through improved HR policies and procedures. The FF21 team recommended the following. 5.1 Integrate the management of active duty and reserve. 5.2 Restructure the workforce to an Apprentice-Journeyman-Master model. 5.3 Modify the up-or-out advancement policy for needed skill sets. 5.4 Tailor the CG Service Enlisted Advancement System (CGSEAS) to align with a modified up-or-out system for needed skill sets. 5.5 Increase lateral entry opportunities. 5.6 Develop needed ratings. 5.7 Develop alternative ways to accomplish unskilled labor, and reduce or eliminate non-rate billets. 5.8 Pipeline recruit graduates directly into "A" school or striker programs. 5.9 Develop a skill-based assignment process. 5.10 Consider regionalizing assignments. 5.11 Develop compensation packages to pay for needed skill sets and outstanding performance.
6 Officer Management System	6.1 Integrate the management of active duty and reserve. 6.2 Restructure the workforce into an Apprentice-Journeyman-Master model. 6.3 Modify the up-or-out promotion policy for needed skill sets.

		6.4 Reengineer the promotion system.
		6.4.1 Accommodate for both past performance and future potential.
		6.4.2 Remove unnecessary barriers to promotion.
		6.4.3 Align with a modified up-or-out policy for needed skill sets.
		6.5 Increase lateral entry opportunities.
		6.6 Develop needed specialties.
		6.7 Manage the officer corps by specialty.
		6.8 Develop stopgap measures to retain needed skill sets.
		6.9 Develop a skill-based assignment process.
		6.10 Consider regionalizing assignments.
		6.11 Develop compensation packages to pay for needed skill sets and outstanding performance.
7	Civilian Management System	7.1 Develop intern/career ladder programs.
		7.2 Use Individual Development Plans (IDP).
		7.3 Manage the workforce within the Coast Guard by series.
		7.4 Develop tools to retain retirement-eligible personnel.
		7.5 Develop stopgap measures to retain needed skill sets.
8	Draft Strokes of the Pen	Strokes of the Pen are initiatives taken from existing studies and field input which contribute to a Future Force 21, are resource-neutral, and immediately implementable. The FF21 team recommended the following.
		8.1 Foreign Language Proficiency Pay (FLPP): Announce the impending policy on FLPP via ALCOAST.
		8.2 Inport Duty: For afloat units, adjust duty crew hours to minimize hours spent onboard while inport.
		8.3 Reduced Inport Duty: For afloat units based at CG commands, eliminate the onboard duty requirement.
		8.4 Career Progression: Equate paygrades and billets as apprentice, journeyman, and master (list advantages).
		8.5 Sea Duty: Give all officer accessions equal consideration for sea duty, i.e., eliminate the requirement for all CGA graduates to go to sea.
		8.6 360 Degree Evaluations: Announce that the Service is moving towards 360 degree evaluations for all members and is prototyping on flag officers and SES's.
		8.7 Zero-Defect Mentality: Eliminate the first OER and use a 360 degree evaluation for feedback.
		8.8 Zero-Defect Mentality: Remove O-1 evaluations and performance Page 7s from O-3 and above selection boards.

8.9 Retirements: Reduce the retirement request submission timeframe from six months notice to 60 workdays (excluding leave).

8.10 Transitions: Eliminate the 180 day waiting requirement for transitioning from military to civilian.

8.11 Civilian Internships: Announce the authorization 100 civilian intern positions.

8.12 Evaluations: Require that officers see their OERs before submission.

8.13 Frocking: Automatically frock all selected and above the cut-off personnel upon assignment to a billet at that higher grade.

8.14 Training and Education: Authorize and encourage members to study at their workstations or from home during work hours.

8.15 Training and Education: Open all training opportunities to all workforce components.

8.16 Team CG: Modify membership of all selection boards to include other workforce components (e.g., reserves, civilians, auxiliarists).

8.17 Enlistment Length: Announce the approval of the indefinite enlistment policy.

III. CONCLUSION

A. Summary

The Future Force 21 Phase 1 & 2 team delivered recommendations to reshape the HR system for each workforce component along with actions to integrate our components into a seamless workforce. These are long-term recommendations which will require an implementation team and significant resources.

Additionally, we delivered a list of resource-neutral initiatives for the Commandant to approve as Stroke of the Pen. These initiatives are intended to make an immediate difference for members in the field and to educate them on how our HR system will be transformed to meet the needs of the 21st century.

B. Phase 3

An implementation staff has already been chartered to develop an action plan with timeline and milestones for implementing approved Phase 1 & 2 recommendations.

We also know the approved changes must be marketed to the field; we recommend a series of field visits and focus group sessions across the nation. Appendix E is a proposed plan.

James B. Willis, CAPT, USCG
Future Force 21 Team Leader (Phase I & II)

IV. APPENDICES